

FARMINGTON POLICE DEPARTMENT

POLICY AND PROCEDURE



Policy Number:
246-08 **Effective Date:**
04/09/2018

Subject:
Multi-Jurisdictional Active Threats

Approved by:

A handwritten signature in black ink that appears to read "ST D HEBB".

Steven D. Hebbe, Chief of Police



PURPOSE:

The purpose of this multi-jurisdictional, Farmington Police Department (FPD), Farmington Fire Department (FFD) and San Juan Regional Medical Center Emergency Medical Services (EMS), procedure is to establish guidelines and procedures governing the safe and effective management of active threat situations. These guidelines apply to active crime scenes and may take place in any geographical area or structure. The safety and effectiveness of FPD resources responding to these incidents depends on integration and coordination with Fire, EMS and other Law Enforcement agencies.

POLICY:

It is the policy of the Farmington Police Department to establish uniform procedures concerning active threat situations in conjunction with Farmington Fire Department (FFD) and San Juan Regional Medical Center Emergency Medical Services (EMS).

PROCEDURE:

1. Definitions:

- a. **Level 1 Staging**- The staging of apparatus near the scene which adds the potential for congestion if not parked in a coordinated manner.
- b. **Level 2 Staging**- The staging of apparatus at a location away from the scene as to not create added congestion or obstruction of roads near the incident. Level 2 staging recommends the use of a staging officer.
- c. **Staging Officer**- A designated official that coordinates resources assigned to Level 2 staging. These units include those that are en-route and on-scene in staging.
- d. **Triage Officer**- A designated official that coordinates resources assigned to the Casualty Collection Point (CCP).
- e. **Rescue Leader**- A designated Fire Department official that works directly with the Security Leader for removal, triage, treatment and transport of victims.
- f. **Rescue Team**- A designated group for the removal, triage, treatment, and transport of victims.
- g. **Hot Zone**- Area that is not safe to inhabit and imminent death or injury may occur or is very likely. Requires Law Enforcement to mitigate the threat prior to Fire and EMS entering.
- h. **Warm Zone**- Area that is deemed safe to inhabit under controlled conditions from Law Enforcement, but is still possible to be injured or killed if conditions change rapidly. Fire and EMS personnel should proceed with extreme caution with law enforcement coordination.
- i. **Cold Zone**- Area that is safe to inhabit and free from injury or death under normal conditions and does not require the presence of Law Enforcement to keep the area safe.

- j. **Casualty Collection Point**- The location within an incident site that is used for the assembly, triage, treatment and subsequent transport of patients.
- k. **Unified Command**- An authority structure in which the role of incident commander is shared by two or more individuals, each already having authority in a different responding agency to jointly establish goals and objectives for the mitigation of the incident.
- l. **Unified Command Post**- The area/location where Law Enforcement, Fire and EMS meet to establish unified command during an incident.
- m. **Staging Officer**- The first Company Officer of the first arriving unit in Level 2 staging.
- n. **Contact Team** – One or more law enforcement officers who ingress into the Hot Zone of an active killing incident with the purpose to locate, pressure, eliminate and/or seize the criminal suspect(s) who are in the process of actively killing or attempting to kill other persons.
- o. **Contact Leader** – A law enforcement officer who is a member of the Contact Team whose responsibility it is to direct the operations of said team within the Hot Zone, communicate with Incident Command, and coordinate efforts with other team leaders whose teams are operating within the active crime scene.
- p. **Security Team** – Two or more law enforcement officers who ingress into the Hot Zone of an active killing incident, post Contact Team ingress, with the purpose to search, clear and secure an area and designate the area as a Warm Zone for Rescue Teams to operate in.
- q. **Security Leader** – A law enforcement officer who is a member of the Security Team whose responsibility is to direct the operations of said team within the Hot Zone, communicate with Incident Command, and coordinate efforts with the other team leaders whose teams are operating within the active crime scene. The Security Team Leader is ultimately responsible for changing the designation of an area from ‘Hot’ to ‘Warm’ in preparation for rescue efforts to begin.

Objectives:

In an active shooter incident the following objectives, listed in order of importance, should govern all actions which supervisors and officers on the scene decide to take:

1. End the threat with an objectively reasonable amount of force;
2. Rescue and protect victims in the proximity of the threat;
3. Protect lives and ensure the safety of persons in the area of the occurrence;
4. Ensure the safety of other police officers and Emergency Responders;
5. Ensure containment (lock down) of the incident scene;
6. When the threat has ended, implement the Incident Command System.

Guidelines

FPD personnel will adhere to the following guidelines when responding to incidents that may involve an active shooter/violence or when it is expected that the shooter is still in the area.

An active shooter is an armed person engaged in the process of killing or attempting to harm while having unrestricted access to additional victims. Those responding can reasonably assume the suspect will continue to kill or harm until physically stopped.

The first patrol officers on scene have the following responsibilities, listed in order of importance:

1. Notify dispatch of the situation, secure communications, and request assistance, to include a supervisor;
2. The first officer on scene will, based on the limited and sometimes conflicting information available, decide whether he or she wants to attempt to locate the suspect(s) and engage with the appropriate tactic and with the amount of force required before additional officers arrive on scene. The officer should consider the following when deciding to engage or to wait for additional officers:
 - a. Number of suspects, if known;
 - b. Location of suspect, if known;
 - c. Weapons the suspect is armed with;
 - d. Explosive devices present;
 - e. Time delay of additional officers to the scene;
3. Form Contact Team(s);
4. Form Rescue Team(s);
5. Designate a perimeter and secure the scene;
6. Establish a means to evacuate bystanders to a collection point and injured persons to a casualty collection point;
7. Establish communications with other agencies, as necessary;
8. Establish Incident Command System.
9. Any additional responding law enforcement personnel shall report to the staging area of an active threat incident or shall respond to a location as directed by the Incident Commander. In order to maintain command and control, unity of effort and economy of resources, all activities will be coordinated through the Command Post.

Supervisor Responsibilities:

1. Choose a safe staging area for arriving personnel;
2. Ensure Dispatch has initiated the emergency notification procedure;
3. Coordinate staging of officers from the Farmington Police Department and other law enforcement agencies;
4. Form additional contact and rescue teams as needed;
5. Assign an officer to assist media to be in a safe location for briefings. News media, for obvious safety reasons will not be allowed at the initial scene;
6. Arrange safe staging area for medical units and treatment of injured;
7. Post additional officers to guard crime scene

Contact Team

The first arriving law enforcement personnel will establish a Contact Team consisting of one or more officers. Due to the unpredictability and rapidly changing dynamics of active killing incidents, the Contact Team will evaluate the situation and determine the next course of action.

If the team has reason to believe active killing or attempted active killing is occurring, ingress into the Hot Zone is strongly encouraged. The purpose of this ingress is to locate, pressure, seize the criminal suspect(s) and/or eliminate those who are in the process of actively killing or attempting to kill other people.

If the Contact Team has limited information regarding the current status of the incident or location of the criminal suspect(s), the team may determine it appropriate to conduct a deliberate search of the area for the suspect(s), and/or establish a perimeter around the area to contain the situation, prior to the ingress of law enforcement personnel into the Hot Zone.

To assist other responding officers, and ensure operational integrity, Contact Teams comprising of two or more law enforcement personnel will designate a Contact Leader, whose responsibility it is to direct the operations of said team within the Hot Zone, communicate with Incident Command, and coordinate efforts with other team leaders whose teams are operating within the active crime scene.

If the Contact Team elects to enter the Hot Zone in pursuit of the criminal suspect(s); the Contact Leader will at a minimum, notify Dispatch that he/she is the Contact Leader, relay the number of officers comprising the said team, and identify the entrance (i.e. south side, main lobby door) or location where the team will ingress into the Hot Zone.

The primary role of Contact Teams is threat elimination. Contact Team personnel will not provide first aid or rescue until their initial assignment has been completed and the immediate threat has been secured, barricaded or otherwise neutralized.

Law Enforcement Supervisor

The on-duty shift supervisor of the jurisdiction where the incident occurs shall assume the role of Incident Commander and initiate Critical Incident Management protocols. The Incident Commander will maintain such role until relieved.

Security Team

Once adequate resources have arrived on scene and Critical Incident Management has been initiated, Security Teams will be organized, consisting of two or more law enforcement personnel. Under the direction of Incident Command the Security Team will enter the Hot Zone with the purpose to search, clear and secure an area and designate the area as a Warm Zone for Rescue Teams to operate in.

Once a Warm Zone has been secured by the Security Team, the Security Leader will contact the Rescue Leader and escort the Rescue Team into the Warm Zone to begin rescue operations.

First Due Fire Company

While en-route; determine if Law Enforcement has established an on-scene command. If law enforcement has established command and identified the Command Post (CP) location, the first arriving Battalion Chief will report directly to the CP and establish or assume a unified command on channel 90 while Farmington PD maintains command on channel 10. The first company will also ensure on-scene arrival is announced over the fire radio (90) and direct incoming Fire and EMS companies. If law enforcement on-scene status is not confirmed, the first due company will go to Level 1 staging. The first company will also ensure that the MCI trailer has been requested.

Note: Surviving injuries that are often associated with an active shooter event can be dependent on the immediate availability of medical care. Being that all on-scene operations are coordinated with the law enforcement and fire agencies, the urgency of establishing face-to-face communication between the law enforcement on-scene commander/supervisor and the fire on-scene commander/supervisor cannot be overstressed.

The fire units in Level 1 staging will stage in a coordinated manner to allow for proper ingress and egress of the incident location. The EMS staging area should be adjacent to FFD staging. First arriving fire apparatus should assist with perimeter control, secure ingress and egress routes and deny scene access to civilian and non-essential personnel. Level 2 staging may be implemented for incidents with high casualties or long durations. A Staging Officer from the fire department should be assigned if Level 2 staging is implemented.

To prevent gridlock of Emergency Vehicles, later arriving fire companies may leave apparatus at staging area and transport crew to the scene by foot or ambulance. If practical, to maximize safety, Fire and EMS can walk from the staging area to the scene using a Fire or EMS apparatus for concealment.

Cleared but Not Secured

Contact Teams will pass through specific areas as they move quickly and directly toward the threat. The segments initially covered by Contact Teams will be considered “clear, but not secure.” Security Team operations are intended to secure an area for Rescue Teams to remove all victims from the hazard area. The Security Leader should work with the Security Team and Rescue Leader to coordinate efforts and maintain safety of all personnel.

Note: An active shooter incident can transition into a barricaded suspect or hostage situation depending on the actions of the suspect. In these cases, law enforcement officers will attempt to contain the suspect(s) to a single room or area within the active crime scene. Areas no longer accessible to the suspect and or out of their line-of-site will be considered “clear, but not secure.” Rescue operations may begin in these areas at the direction and coordination of the Security and Rescue Team Leaders.

Constant face-to-face communication will be maintained between the two agencies throughout the incident. Once all the victims are removed the Security Team and Rescue Team will move to a forward staging area with all equipment in preparation for victim removal of the next segment of the building.

Note: Keep mind that it is an active crime scene and considered a Warm Zone during rescue operations. All FFD and EMS operations during this time will be under armed security by FPD personnel. It must be absolutely clear that law enforcement officers assigned to the Security Team maintain security and protection over their assigned areas and as such should not assist with the physical removal of casualties.

Fire and EMS crew will evacuate casualties to the established Casualty Collection Point (CCP). In an attempt to maintain situational awareness, the rescue team should continuously extricate victims to the CCP until a work/rest cycle has been established or the situation has been brought to a satisfactory conclusion.

Casualty Collection Point (CCP)

The CCP should be contiguous with the transport area allowing for ambulance ingress and egress. Additionally, for active and violent situations, consideration for cover-concealment and security must also be included in criteria for site selection. Law enforcement will provide armed security, as

reasonably available, for the CCP. If necessary, an area of refuge should be established for non-injured civilians. Use natural or artificial barriers to maximize safety. **If the safety of the CCP is compromised, a new CCP may have to be set up to provide for safety of all personnel on scene.**

A safe area should be established for secondary triage of victims. The main reason for this area being prepared is for the transport of injured personnel to the appropriate hospital. Utilizing priority transport, injured law enforcement and fire personnel will be evacuated first followed by the most injured civilian victims (START triage). This safe area will have limited lifesaving capabilities. Time in the warm zone must be limited as all personnel operating in these areas are exposed and at risk. Necessary equipment should be used for the rapid extrication of casualties. Victims are considered in immediate danger until they are removed from the warm zone. When assignments have been completed, crews should report back for reassignment. It is critical that crews do not move to other areas to provide assistance unless assigned through the chain of command.

Emergency Medical Services (EMS) Operations

The EMS agency will provide a liaison in the Unified Command Post to coordinate with law enforcement and FD operations. Transport units will stage to allow face-to-face communication and access to equipment. The Rescue Leader will call for crews when the warm zone / CCP has been identified by the Security Team Leader. Crews will coordinate their efforts to maximize efficiency and prevent duplication of effort.

Public Notifications for Awareness and Safety

Notifications:

In order to facilitate public awareness and public safety during an active threat, a public notification will be made to ensure the safety of the public. Basic information will be provided to the public so the areas or location of the threat may be avoided. Overly specific details should not be released due to the incident being ongoing and to ensure the integrity of any investigation following the termination of the incident.

Sheltering:

If, during the ongoing incident, the need for public sheltering is required, safe locations and areas will be determined by the incident commander. Examples of appropriate locations which may be considered are: Large City of Farmington owned buildings, i.e. Civic Center (200 W. Arrington), Local High School Gymnasiums (Farmington High School, Piedra Vista High School), the Farmington Indian Center (101 W. Animas) or out of town locations such as McGee Park Convention Center (41 Rd 5568, Farmington). Information in regard to areas which are unsafe or locations which are to be used for sheltering will be relayed to the public via Emergency Broadcast, Reverse 911, social media, local television and radio, press releases, and public address system from individual patrol cars.

Notification of Law Enforcement agencies and additional resources:

In the event of an active threat, notification to local agencies beyond the jurisdictional boundaries of the Farmington Police Department should be made in a timely manner. These notifications may include requests for assistance and resources or solely for informational purposes. Examples of agencies that may be contacted, in no particular order, are:

1. New Mexico State Police;
2. San Juan County Sheriff's Office;
3. Navajo Nation Police Department;
4. Bloomfield Police Department;
5. Aztec Police Department;
6. Relevant fire/EMS personnel;
7. Local emergency planning manager;
8. San Juan Regional Medical Center;
9. Local Shelters;
10. Local utility companies;
11. New Mexico Department of Transportation;
12. Animal Shelters;
13. New Mexico National Guard Civil Support Team (CST).

Response and Containment of Active Threats:

Any response and containment procedures to an active threat, depending on the type of incident, will be in accordance with the All-Hazard Emergency Response Plan and consistent with advanced training accredited through the New Mexico Law Enforcement Academy.

Every effort will be made to contain an active threat in order to isolate and mitigate its negative effects through:

1. Identification of the scope of the incident.
2. Formulation and execution of evacuation plans.
3. Prevention of citizens becoming inadvertently involved or negatively affected by the incident.
4. Identification of additional resources needed to address the situation.

Training:

Additional training in Incident Command and Critical Incident Management will be provided as needed for officers to remain proficient and address any changes or needs which have been identified from past incidents and current training models. The Farmington Police Department shall conduct or participate in annual training which may consist of field exercises or table top exercises in the use of Incident

Command during a critical incident. Whenever possible, training shall involve multi-agency responders and response plans.

An annual documented review regarding the state of department readiness to respond to active threats and department policy and procedures shall be submitted to the Chief of Police or his designee each year. This readiness report will list at a minimum the names of all trained personnel on the implementation of the ICS system. The Chief of Police will determine if the current plan remains effective or if changes are needed.

Any warranted changes will be addressed as reasonably soon as possible and any appropriate training provided at the first appropriate opportunity.

Ongoing training will be managed by the Farmington Police Department Training Division, which will also serve as the repository of associated training records. The training of officers regarding active threat responses, both in the classroom and in the field, will address emerging and evolving trends as well as refresher training for perishable skills. The trainings are evaluated as part of the over-all active threat response plan review.

After Action Reports:

Department related forms and reports are completed by officers involved in the incident, as required by policy.